



CITY OF HAYWARD
AGENDA REPORT

AGENDA DATE 10/23/01
AGENDA ITEM _____
WORK SESSION ITEM WS2

TO: Mayor, City Council, Planning Commission
FROM: Director of Community and Economic Development
SUBJECT: General Plan Update Regarding Revisions to Preliminary Policies and Strategies and Land Use Map

RECOMMENDATION:

It is recommended that the City Council and Planning Commission review this report and comment on proposed revisions to the preliminary policies and strategies and the land use map.

BACKGROUND:

Over the course of the past few months, the City Council and Planning Commission have reviewed preliminary policies and strategies that address various issues identified during the General Plan revision process. Based on the discussion at the joint work sessions, staff has prepared proposed revisions to these policies and strategies for further review (see Exhibit A). Staff has also added sections containing policies and strategies adapted from the Economic Development Element and the Circulation Element. It should be noted that the policies and strategies in the Housing Element section incorporate revisions discussed at the October 16th work session and are included here for the sake of completeness. The major revisions and additions to the preliminary policies and strategies are highlighted in the next section.

The Land Use Map provides a visual representation of the written policies and strategies contained in the General Plan. No major changes are proposed as part of this revision process; however, there are certain updates and revisions that necessitate further explanation and/or discussion. Staff would like to review these proposed changes to the General Plan Land Use Map (see Exhibit B). The changes, which are referenced on the Land Use Map, are described in the next section.

DISCUSSION:

Revisions to Preliminary Policies and Strategies. Major changes and additions proposed to the preliminary policies and strategies are highlighted below:

Land Use/Cannery Area. Strategies have been added under the policy in order to integrate the objectives of the adopted Cannery Area Design Plan. The strategies reflect the planned land use for each of the subareas described in the Cannery Area Design Plan.

Land Use/Infill Development. An additional strategy has been added to address the desire for flexibility in the review of residential additions.

Community Facilities and Amenities/Child Care Facilities. This is a new section with its own policy and accompanying strategies. While childcare facilities are referenced in other strategies, a separate section serves to reflect the increasing importance of this issue.

Economic Development. These policies and strategies have been adapted from the Economic Development Element adopted in 1996. (This section has not been reviewed at prior joint work sessions.)

Circulation. These policies and strategies have been adapted from the Circulation Element Update adopted in 1998. (This section has not been reviewed at prior joint work sessions.)

Environmental Resources and Issues/Noise Mitigation. These policies and strategies have been adapted from the existing General Plan. (This section has not been reviewed at prior joint work sessions.)

Environmental Resources and Issues/Public Services and Utilities. These policies and strategies have been adapted from the existing General Plan. (This section has not been reviewed at prior joint work sessions.)

Proposed Changes to General Plan Land Use Map. The proposed changes have been categorized as either Updates or Revisions. Updates are changes intended to more accurately reflect current land use or approved planned developments. These changes do not represent shifts in existing policies. Revisions are changes intended to more accurately reflect the future development potential in selected areas. These changes may represent a shift in land use policy or application of existing policies. Each of the proposed changes is further described below. The numbered paragraphs correspond to the numbers shown on the General Plan Land Use Map. Detailed maps are provided for those areas where revisions are proposed.

Updates

1. *Bidwell Elementary School.* The proposed update is from Open Space/Parks and Recreation to Public/Quasi-Public. This designation recognizes the reopening of the school for educational purposes.
2. *Mission Hills of Hayward Golf Course.* The proposed update is from Low Density Residential to Open Space/Parks and Recreation. This designation recognizes acreage initially approved for housing development that subsequently became part of the new golf course.
3. *Blue Rock Country Club.* The proposed update is from Low Density Residential to Public/Quasi-Public and Open Space/Parks and Recreation. This designation reflects the site for the proposed elementary school and neighborhood park stipulated in the approved development agreement.
4. *Winton Avenue east of Amador Street.* The proposed updates are from Retail and Office Commercial to High Density Residential on the north side, and from General Commercial to Retail and Office Commercial on the south side. These designations more accurately reflect the recent development of Amador Village and the Alameda County Office Building, respectively.

Revisions


5. *Mission Boulevard at Lexington Avenue (northwest quadrant)*. The proposed revision is from Retail and Office Commercial to Commercial/High Density Residential. This change would allow for future consideration of residential uses as well as commercial uses. This designation more accurately reflects policies that encourage mixed-use development along major arterials.

6. *East of Mission Boulevard (between Calhoun Street and Garin Avenue)*. The proposed revision is from Limited Medium Density Residential to Low Density Residential or Suburban Density Residential. This area consists of hilly terrain and is traversed by the Hayward Fault. The densities of recently approved developments are generally within the Suburban Density range. Either of these designations more accurately reflects the potential for future development, as well as policies that encourage larger lot sizes bordering permanent open space such as Garin Regional Park.

7. *Mission Boulevard (between Berry Avenue and Sycamore/Highland)*. The proposed revision is from Commercial/High Density Residential to General Commercial. This designation reflects policies that encourage concentration of new car dealerships within Auto Row. To ensure that an adequate supply of land is available, further residential development should not be encouraged along this portion of Mission Boulevard.

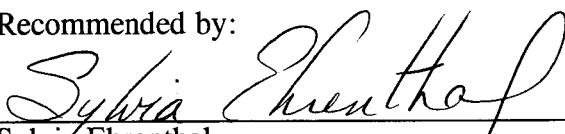
8. *Route 92/Breakwater Avenue (west of Whitesell Street)*. The proposed revision is from Industrial Corridor to Open Space/Baylands. These two parcels, which are owned by Waste Management, Inc. and the City of Hayward, consist of seasonal wetlands and upland habitat. This change in designation recognizes the unlikelihood of urban development in this location as well as the potential for habitat enhancement as envisioned in the Hayward Area Shoreline Plan. The proposed revision includes adjustment of the Urban Limit Line to reflect the above change.

Prepared by:



Gary Calame
Senior Planner

Recommended by:



Sylvia Ehrenthal
Director of Community and Economic Development

Approved by:



Jesús Armas, City Manager

Attachments:

Exhibit A – Revised Preliminary Policies and Strategies

Exhibit B – General Plan Land Use Map with Areas of Proposed Change

Exhibit C - Detailed Maps for Areas of Proposed Revisions

EXHIBIT A

REVISED

PRELIMINARY POLICIES AND STRATEGIES

October 16, 2001

(Policies appear in **bold** type; Strategies appear in regular type)

LAND USE

Balance of Land Uses

1. Employ smart growth principles to promote a balance of land uses and achieve a vibrant urban development pattern that enhances the character of the city.

1. Seek to achieve an improved balance between jobs and housing in the Hayward planning area.
2. Assure adequate infrastructure capacities to accommodate planned growth.
3. Maintain an adequate supply of land designated and zoned for residential use at appropriate densities to meet housing needs, consistent with the objective of maintaining a balance of land uses.
4. Promote mixed-use development where appropriate to ensure a pedestrian-friendly environment that has opportunities such as housing, jobs, child care, shopping, entertainment, parks and recreation in close proximity.

Transit-Oriented Development

2. Support higher-intensity and well-designed quality development in areas within ½ mile of transit stations and ¼ mile of major bus routes in order to encourage non-automotive modes of travel.

1. Encourage mixed-use zoning that supports integrated commercial and residential uses in activity centers and along major transit corridors.
2. Encourage high-density residential development along major arterials and near major activity or transit centers, and explore the establishment of minimum densities in these areas.
3. Consider shared parking arrangements for mixed-use developments within the Downtown area and along major arterials.
4. Encourage design that orients development to the transit station and facilitates the use of transit.

Downtown Area

3. Maintain the Downtown as the focal point for the City so that it continues to express the City's history, provides a venue for cultural vitality, and retains its role as a center for social, political, and other civic functions.

1. Continue to implement the Downtown Design Plan and the Core Area Specific Plan.
2. Emphasize making the downtown a focal point for the City within a pedestrian-friendly environment.
3. Recognize the importance of continuous retail frontage to pedestrian shopping areas by discouraging unwarranted intrusion of other uses that weaken the attractiveness of retail areas; encourage residential and office uses to locate above retail uses.
4. Encourage both commercial and residential development in the area surrounding the Downtown BART Station.
5. Encourage residential development in the downtown area to increase market support for business and to extend the hours of downtown activity.

Cannery Area

4. Seek implementation of the Cannery Area Design Plan.

1. Work with the private sector to redevelop older industrial parcels in the former Hunt's Cannery area into a new residential neighborhood with expanded school and park facilities.
2. Encourage commercial office development on the older industrial parcels west of the Downtown BART Station, and promote high density residential development around the perimeter as a buffer with the surrounding neighborhood.
3. Encourage residential development, including live-work spaces, on industrial properties west of the railroad tracks south of West A Street in a manner that is compatible with the adjacent neighborhood.
4. Encourage additional retail development on properties along Hathaway Avenue when existing manufacturing uses are no longer viable.

Mission/Foothill Corridor

5. Promote transit-oriented development in the Mission/Foothill Corridor in order to help relieve regional congestion and create a distinctively attractive commercial boulevard.

1. Create a more transit-oriented environment by encouraging a balance of land uses, including a mix of commercial and residential uses.
2. Seek to concentrate new car dealerships within Auto Row and buffer surrounding uses as appropriate.
3. Encourage the location of university-oriented retail and entertainment uses within the community.
4. Work to develop enhanced transit opportunities along Mission Boulevard that serve the two Hayward BART stations and California State University-Hayward.

South Hayward BART Station Area

6. Seek to integrate greater intensity of development and enhance the surrounding neighborhood within ½ mile of the South Hayward BART Station.

1. Develop a conceptual design plan for the South Hayward BART Station area to determine appropriate land use and infrastructure needs
2. Create opportunities to integrate mixed-use development in the South Hayward BART Station vicinity to achieve a balance of land uses.
3. Provide park and recreational facilities to support existing and planned residential development.

Business and Technology Corridor

7. Promote the transition from a manufacturing-based economy to an information-based economy in the industrial areas.

1. Consider adoption of multiple zoning districts that provide for concentration of similar types of uses such as manufacturing, warehouse/distribution, or research and development/office uses.
2. Identify specific sites or opportunity areas for highly desirable uses that enhance the tax base.

3. Provide for supporting commercial uses, such as restaurants, business services and heavy commercial uses, consistent with the function of newly created zoning districts.
4. Consider allowing childcare facilities within areas zoned for research and development or office uses.
5. Pursue implementation of proposed circulation improvements through adoption of an assessment district or other funding mechanisms.

Infill Development

8. Promote infill development that is compatible with the overall character of the surrounding neighborhood.

1. Encourage visual integration of projects of differing types or densities through the use of building setbacks, landscaped buffers, or other design features.
2. Consider modifications to design guidelines and regulations that provide for flexibility in the review of residential additions while maintaining the integrity of the neighborhood.
3. Ensure that design guidelines reflect concerns about the preservation of viewsheds.
4. Promote walkable neighborhoods by encouraging neighborhood-serving commercial activities within residential areas.
5. Encourage development that is designed to provide direct pedestrian connections between housing and supporting activities.

Hillside Development

9. Design hillside development to be sensitive to the maintenance of a natural environment through retention of natural topographic features such as drainage swales, streams, slopes, rock outcroppings, and natural plant formations.

1. Consider revisions to the grading ordinance in order to prohibit or limit development on slopes of specified gradients.
2. Avoid development on unstable slopes, wooded hillsides, and creek banks.
3. Respect natural topography in street layouts and require streets to be only as wide as necessary for public safety and traffic flow in order to minimize grading and disruption of ground cover.

4. Respect natural contours in the siting of development; structures on ridges should be landscaped so as to blend with the hill form and building height and location should be adjusted to retain views where feasible.
5. Densities of development in the hill area should feather out to very large lot development near the Urban Limit Line to provide for appropriate transition to permanent open space.

Urban Limit Lines

10. Maintain Urban Limit Lines in order to retain an attractive, natural setting and foster a distinctive sense of place.

1. Preserve existing urban limit lines that have been established in the hill area and along the shoreline.
2. Cooperate with adjacent cities and Alameda County to protect the permanence of open space designations.
3. Prohibit new water hook-ups, roads, or other infrastructure (except as required for regional park, low intensity recreation and agricultural uses) beyond the urban limit line.

City Boundaries

11. Seek to achieve more congruous boundaries to provide for the efficient delivery of public services and to create a greater sense of community.

1. Evaluate annexing unincorporated islands and adjoining urbanized county areas within the Sphere of Influence in light of desires of affected residents and fiscal impacts on the city.
2. Continue to pursue joint planning and review of proposed developments with Alameda County for remaining unincorporated areas within the Sphere of Influence.
3. Retain the East Hills Annex to facilitate interjurisdictional planning for the Pleasanton Ridgeland (also see Ridgeland Area Policies in the Appendix).

HOUSING

Expand The Housing Supply

1. Encourage the provision of an adequate supply of housing units in a variety of housing types which accommodate the diverse housing needs of those who live or wish to live in the city.

1. Maintain an adequate supply of land designated and zoned for residential use at appropriate densities to meet housing needs, consistent with the objective of maintaining a balance of land uses.
2. Promote development of infill housing units within existing residential neighborhoods in a variety of housing types.
3. Encourage high-density residential development along major arterials and near major activity or transit centers.
4. Explore ways to allow expansion of existing dwellings while maintaining the integrity of neighborhoods.
5. Encourage developers to create housing units that accommodate varied household sizes and income levels.

Conserve The Housing Stock

2. Ensure the safety and habitability of the city's housing units and the quality of its residential areas.

1. Maintain and upgrade residential areas through abatement of nuisances and provision of needed public improvements.
2. Maintain and upgrade the housing stock by encouraging the rehabilitation, maintenance and upkeep of residential properties.
3. Maintain a supply of various types of rental housing for those who do not have the desire or the resources to purchase homes.
4. Continue to implement the Residential Rental Inspection Program and explore whether changes are needed to maintain a quality housing stock.

Preserve Owner-Occupied Housing

3. Encourage the development of ownership housing and assist tenants to become homeowners in order to reach a 70% owner-occupancy rate, within the parameters of Federal and State housing law.

1. Encourage homeownership opportunities through down payment and closing costs assistance and deferred, second mortgage loans; conduct first time homebuyer workshops to prepare people for homeownership; and engage in periodic outreach to Hayward renters to inform them about the availability of homeownership workshops and other forms of assistance.
2. Develop monitoring programs to assess the potential cumulative effects of these homeownership programs.

Develop Affordable Housing

4. Ensure that the city's housing stock contains an adequate number of decent and affordable units for households of all income levels.

1. Generate housing affordable to low and moderate income households through participation in federal and state housing subsidy and mortgage bond programs and in county or non-governmental programs.
2. Periodically review the City's development process system to reduce delays or impediments to the development of new housing or the acquisition and/or rehabilitation of existing housing.
3. Consider an inclusionary zoning ordinance as a means of increasing the supply of affordable housing and reducing geographic concentration.
4. Review any proposed disposition of surplus public land within the City limits to determine its suitability as a site for low-income housing.
5. Use Redevelopment Agency resources to generate affordable housing within the Redevelopment Project Area and throughout the City, consistent with State law.
6. Work with the for-profit and nonprofit development community to create affordable housing.

Support "Special Needs" Housing

5. Ensure that special needs households have a variety of housing units from which to choose and that the emergency housing needs of Hayward households are met.

1. Analyze the special housing needs of the elderly, the disabled, female-headed households, large families, farm workers and homeless persons and families as required by State law.
2. Promote emergency housing programs that prevent or relieve homelessness.

3. Promote development of permanent affordable housing units for those defined above as special needs households.

Promote Fair Housing

6. Promote equal access to housing by educating City residents about fair housing and lending laws.

1. Promote the dissemination of information to alert homeowners about predatory lending practices.
2. Work with Bay East Association of Realtors to ensure that residential real estate agents and brokers adhere to fair housing laws and regulations; and work with tenants, tenant advocates, and rental housing owners and managers to eradicate housing discrimination and to ensure that Hayward's supply of rental housing is decent, safe and sanitary.
3. Review the Residential Rent Stabilization Ordinance and identify changes if appropriate.
4. Promote training for property owners and managers to ensure that they are knowledgeable of the requirements of Federal, State and local real estate, housing discrimination, tenant protection, housing inspection and community preservation laws; and promote training of tenants in the requirements of Federal, State, and local laws so that they are aware of their rights and obligations.

Preserve Assisted Housing

7. Avoid the loss of assisted housing units and the resulting displacement of low income residents by providing funds for the acquisition of at-risk subsidized housing developments by nonprofit housing developers.

1. Monitor at-risk projects/units.
2. Assist nonprofit acquisition of at-risk projects.
3. Participate in federal, state or county initiatives to address the preserving at-risk housing.
4. Encourage owners of existing Mortgage Revenue Bond projects to refinance bonds in order to extend the term of the Regulatory Agreement.
5. Work with Alameda County Housing Authority to obtain Section 8 Vouchers for displaced tenants of at-risk projects.

COMMUNITY FACILITIES AND AMENITIES

Educational Facilities and Opportunities

1. Advocate the pursuit of academic excellence and the establishment of high standards for physical facilities in the local public schools.

1. Support academic standards that prepare students for the future.
2. Support efforts of the Hayward Unified School District to pursue adequate funding for school facilities and operations.
3. Cooperate with the Hayward Unified School District to ensure that the impacts of new development are addressed and that appropriate mitigation measures are established.
4. Promote the concept of constructing new schools that contain the essential core functions and activities and provide flexible classroom facilities.
5. Support the construction of multi-story schools to maximize the efficiency of available acreage for playground and other open space.
6. Support quality design in the construction of new school facilities.
7. Encourage rehabilitation of selected school facilities to bring the quality and condition of facilities throughout the district to a uniformly acceptable standard.
8. Promote vibrant and viable neighborhoods to encourage community involvement and investment in the schools.
9. Assist Hayward Unified School District in studying measures that enhance the safety of students, including the feasibility of instituting closed campuses.
10. Encourage evaluation of reconfiguration proposals that would consolidate school campuses into larger facilities with a greater variety of courses and activities
11. Work with the local public and private schools, business and vocational schools, Chabot College, and California State University-Hayward in promoting a full range of educational opportunities for the Hayward community.

Library Facilities

2. Seek ways to enhance the role of the library system in meeting the information and educational needs of the community.

1. Regard the Blue Ribbon Task Force on Library Services Report as the long-range plan for provision of library facilities and services and pursue its implementation as appropriate.
2. Continue to work with educational institutions and business and non-profit groups to create partnerships and agreements to better serve the community.
3. Seek to address emerging issues such as cultural diversity, needs of the community's youth, and the need for life-long learning.
4. Continue to expand the use of technology in the dissemination of information and educational materials.

Child Care Facilities

3. Work with social service agencies, non-profit groups, school and park districts, and businesses to address child care needs in the community.

1. Evaluate ways to make child care more affordable and geographically available to working parents and low-income families.
2. Consider modifications to existing procedures and regulations that would promote the development of child care centers.
3. Work with applicants for development proposals in the Business and Technology Corridor to provide for childcare facilities and services.
4. Work with the school districts and park district to examine the feasibility of implementing additional after school or summer child care services and recreational activities.

Multipurpose Facilities and Cultural Opportunities

4. Seek to increase the number and availability of multipurpose facilities in order to provide a variety of community services, recreational activities, and cultural amenities that are accessible to and benefit a cross-section of the community.

1. Recognize the role of schools as community centers.
2. Encourage incorporation of design features in new construction or rehabilitation of existing facilities that can accommodate potential community programs and activities.
3. Continue to work with HARD, the school districts, churches, and the private sector to expand joint use of facilities through cooperative agreements.
4. Continue to provide access to public facilities such as play fields, gymnasiums, and recreation centers for groups that meet recognized community needs.
5. Support the expansion of cultural facilities and amenities such as the Little Theater, Sun Gallery, and Hayward Area Historical Society that enhance the city's image.
6. Promote public art, festivals and other special events that celebrate the city's heritage or culture or bring people together around special interests.

Parks and Recreation

5. Seek to increase the amount, diversity and quality of parks and recreational facilities and opportunities.

1. Work with the Hayward Area Recreation and Park District in the development and implementation of its Master Plan and support the District in its efforts to restore its revenue base.
2. Encourage the provision of recreational activities for all people, consistent with the changing demographic composition of the city.
3. Review minimum park size standards with HARD in order to accommodate the need for smaller parks in developed or underserved neighborhoods.
4. Encourage the creation and maintenance of neighborhood "miniparks" through partnerships with private, non-profit and business interests where it is not possible to achieve parks that meet HARD standards.
5. Work with HARD to complete development of the remaining portions of the Eden Greenway corridor underneath the PG&E transmission lines.
6. Maintain parks in a consistent manner throughout the city and encourage neighborhood involvement in park maintenance.
7. Maintain park dedication requirements for new residential development at the maximum allowed under state law.

8. Establish park dedication in-lieu fees that reflect land costs.
9. Examine the feasibility of requiring land dedication rather than payment of in-lieu fees, consistent with state law.
10. Consider adoption of an ordinance that would require new commercial and industrial development to either provide on-site recreational facilities or contribute in-lieu fees for park and recreational facilities that benefit employees.

Regional Trails and Open Space Linkages

6. Enhance the aesthetic and recreational values of open space corridors within the urbanized area as well as open space resources in the hill and shoreline areas.

1. Preserve creekside environments through maintenance or reestablishment of native trees, setback of development from creek slopes, and sensitive flood control designs.
2. Seek to accentuate creeks in the review of new development proposals and consider establishment or extension of pathways along the creeks.
3. Provide access for disabled persons and features such as seating areas along trails. .
4. Seek to establish vista points or view parks along public walkways or scenic routes.
5. Consider additional greenway linkages along fault corridors and in other areas to encourage walking and cycling and to provide improved access to activity centers.
6. Continue development of the Ridge Trail through implementation of a continuous green belt from Lake Chabot to Garin Park in coordination with Alameda County, Hayward Area Recreation and Park District, and East Bay Regional Park District.
7. Support regional efforts to expand opportunities for camping, picnicking, swimming, hiking and riding activities within the Hayward planning area. .
8. Continue to develop passive and active recreational facilities on former disposal sites and continuous trails for hiking and riding.
9. Continue development of the Bay Trail and connecting trail systems in the Baylands, and seek to replace on-street segments of the Bay Trail with an alignment on the levees or along the edge of the Baylands..
10. Encourage provision of public access to the Baylands in the review of adjacent development projects, consistent with federal and state policies.

11. Work with appropriate agencies to provide trail corridor links between the hill area and the Baylands, such as along San Lorenzo Creek and along Industrial Parkway with connections to Old Alameda Creek.

Historic Preservation

7. Enhance the city's image through identification and preservation of historic resources.

1. Review the Historic Preservation ordinance and determine if changes are necessary.
2. Conduct a survey of potential historic structures and sites based on evaluation criteria that include their individual significance and their contribution to an historic setting.
3. Seek landmark status for valued structures and sites where preservation is deemed feasible, and promote acquisition of historic sites as parks where appropriate.
4. Encourage rehabilitation of valued buildings and sites and provide information on architectural styles, renovation techniques, federal and state tax benefits and other financing sources.
5. Encourage adaptive reuse of Victorians and other vintage buildings as professional offices, restaurants, galleries, shops, lodgings, or venues for special events.
6. Consider establishment of historic districts, or special areas such as Preservation Parks, where there are concentrations of historic structures and/or properties that could serve as receptor sites for relocated historic structures.
7. Utilize zoning regulations and other development review standards to protect the character of historic districts and sites, and increase the visibility of these sites with appropriate signage and landscaping and alignment of roads or paths where possible.
8. Promote establishment of a salt manufacturing historic exhibit, either as part of development proposals for the former Oliver Salt Works site or in another prominent location along the Bay Trail.

ECONOMIC DEVELOPMENT

Community Development

1. Utilize an economic strategy that balances the need for development with other City goals and objectives.

1. Preserve and enhance Hayward's assets and character, which make it attractive as a residential community and as an economic investment.
2. Undertake adaptive reuse of older commercial structures and create complementary and compatible new development of high quality.
3. Approve development opportunities that result in minimal adverse impacts to the City's environment.
4. Prior to approval, identify the full costs and benefits of individual new developments and appropriately attribute those between the public and private sectors.

Land and Infrastructure

2. Create a sound local economy that attracts investment, increases the tax base, creates employment opportunities for residents and generates public revenues.

1. Revitalize declining commercial and industrial areas and obsolete facilities through rezoning, redevelopment, rehabilitation and other available means.
2. Work cooperatively with local business and industrial associations to improve the general business climate and to stimulate new business investment.
3. Ensure that there is adequate infrastructure (electricity, water, sewer) to support existing and new development.
4. Work with the public and private sectors to ensure that the city is adequately served by fiberoptic networks and other telecommunications facilities.
5. Ensure that an adequate supply of land is zoned for industrial and business park uses; limit uses that would erode the integrity of the Business and Technology Corridor.

6. Improve traffic conditions in the Business and Technology Corridor by coordinating roadway and transit improvements, perhaps through the establishment of an Industrial Assessment District.
7. Promote and protect the appearance of the Business and Technology Corridor to encourage quality development.
8. Identify sites for expansion of existing commercial, business park and industrial uses and for new development.

Employment Opportunities

3. Facilitate the development of employment opportunities for residents.

1. Promote commercial and industrial development to create and maintain the maximum job opportunities for area residents.
2. Facilitate the entry of Hayward residents into job training programs to enable them to hold meaningful, well paying jobs.
3. Work with job training organizations serving Hayward residents to ensure that their programs are preparing residents for jobs in growth sector industries.

Business Climate

4. Continue to enhance the City's image in order to improve the business climate.

1. Publicize positive images of Hayward through placement of articles in the local media and business journals.
2. Publicize/promote Hayward as an excellent place to do business by building on Hayward's competitive advantages, such as location, sewer capacity and water rates.
3. Promote Hayward as a city that has a broad variety of occupations and family incomes, ethnic diversity, diverse lifestyles and housing accommodations, a broad range of commercial services, educational and job opportunities, and many recreational opportunities.
4. Promote Hayward as a destination for nonresidents.

5. Provide excellent customer service by demonstrating that government listens to its customers, and by continuing to improve the development permit process and customer service training.
6. Develop long-term plans and pursue other endeavors that serve to enhance the Hayward community.
7. Apply new technologies to the development process to better serve Hayward customers, including technological improvements to the City's provision of services and collection of revenue.
8. Place emphasis on major arterials, gateways to the City, the Downtown and the Industrial Area, in landscaping maintenance and improvements, street cleaning, graffiti removal, and enforcement of community preservation, building codes, zoning and sign ordinances.

Business Attraction and Retention

5. Attract new businesses.

1. Business attraction efforts should focus on sales tax and employment generators; high performance, fast-growing firms and community-serving retail as well as high technology and other industries that will enhance the local economy.
2. Conduct outreach activities to suppliers and purchasers to attract new business and expand existing businesses:
3. Inventory available land and available facilities (in cooperation with the commercial real estate sector) for new business development and business expansion for sales tax and employment generators.
4. Create opportunity zones within close proximity of major highway interchanges to attract large retail operations, discounters, etc.
5. Conduct outreach to identify upscale retail (such as bookstores, coffee stores, gourmet food shops, etc.) that could serve the Hayward community, the surrounding region and commuters.
6. Attract and assist medium size firms (15 to 50 employees) in recognized growth sectors including retail trade and services and high-tech, biotech, and research and development firms.

7. Streamline the development process so that it works effectively and efficiently for the customer, through early identification of issues and expectations and application of the "spirit of the law," as well as the "letter of the law".

6. Retain existing businesses.

1. Identify fast-growing firms, complementary businesses, and others with potential for expansion, and develop programs to assist them to expand in Hayward.
2. Retain small businesses and facilitate their expansion efforts.
3. Expand small business revolving loan program.
4. Continue business retention visits and assistance.
5. Continue to provide technical assistance to businesses during the development permit process.

CIRCULATION

Dealing with Regional Traffic

1. Reduce the Amount of Regional Through Traffic in the Hayward Area.

1. Encourage all jurisdictions in the greater Bay Area to provide a fair share of all types of housing and seek to balance jobs and housing in order to minimize commuting.
2. Support transportation plans that incorporate alternatives to automobile use.
3. Place emphasis on transit planning in order to move regional traffic through Hayward.
4. Coordinate transportation planning with regional agencies and adjoining jurisdictions.

2. Expand or Reconfigure the Regional Road Network to Reduce Through Traffic on Major Arterials.

1. Improve or create loops or bypass routes to channel regional traffic away from major arterials (*also see Measure L*).
2. Improve roadway and transit connections that serve regional through traffic.
3. Improve and complete freeway interchanges to facilitate traffic flow.

3. Minimize Adverse Impacts of Regional Traffic on Existing Neighborhoods

1. Minimize adverse impacts of road construction and expansion projects on neighborhoods and the downtown.
2. Identify and pursue alternatives to road construction and expansion as necessary for improving traffic flows.
3. Evaluate circulation patterns and develop appropriate traffic-calming measures to discourage through traffic in neighborhoods.

4. Improve Mobility to Foster Economic Vitality

1. Provide a safe and efficient transportation system for the movement of people, goods and services through and within Hayward.

2. Provide leadership in educating the community about the benefits of commuting via alternative transportation modes and other ways to help the environment in making transportation choices.
3. Encourage staggered work hours and flexible schedule options to distribute traffic loads.
4. Encourage use of telecommuting and home offices to reduce the need for trips to work, shopping, libraries, and other frequent destinations.
5. Provide leadership in development of regional and local Transportation Demand Management strategies (e.g., HOV lanes, preferential parking, car/van pools, casual car pools, subsidized transit passes).

Promoting Alternative Transportation Modes

5. Improve Coordination among Public Agencies and Transit Providers

1. Consider the needs of transit riders, pedestrians, people in wheelchairs, cyclists, and others in long-range planning and the review of development proposals.
2. Encourage AC Transit and BART to expand access to cyclists, including providing racks on buses and secure bicycle parking.
3. Work with AC Transit to coordinate routes and service times and to post routes and schedules at bus stops.
4. Seek to provide attractive, sheltered bus stops whenever feasible throughout the City that are sensitive to the needs of each neighborhood in location and design.
5. Promote effective intermodal connections at transit stations.

6. Support Expansion and Reconfiguration of Public Transit Service to Meet Demand, Provide Greater Mobility, and Reduce Traffic Congestion

1. Promote improved transit service along higher density corridors, providing service frequencies of at least 15 minutes during peak hours in the densest corridors.
2. Encourage alternatives to diesel transit coach service in less dense neighborhoods.
3. Urge AC Transit to expand service to underserved areas in Hayward.
4. Advise AC Transit of proposed changes in street networks which may affect bus service, and require developers to discuss with AC Transit the potential impacts of their projects.

7. Address Special Needs of Transit Users

1. Continue to promote paratransit services for all Hayward residents with special needs, to include both mandated (ADA) and non-mandated services.
2. Encourage AC Transit to consider demographic factors in establishing its basic route structure; service should be available within 1/4 mile of areas with especially high concentrations of senior citizens, persons with disabilities, low-income residents, and school-aged children.
3. Achieve full compliance with regulations of the Americans with Disabilities Act and improve accessibility of transit stations and vehicles to seniors and other persons with special needs.
4. Improve security on transit and implement design standards for lighting, walkways and landscaping that promote a feeling of safety at transit stops.
5. Give priority for sidewalk and other pedestrian improvements for pathways to key transit stops.

8. Create Improved and Safer Circulation Facilities for Pedestrians.

1. Complete planned sidewalk system and maintain and repair sidewalks to ensure pedestrian safety.
2. Increase consideration of pedestrian needs including appropriate improvements to crosswalks, signal timing, signage, and curb ramps.
3. Enhance pedestrian linkages from neighborhoods to recreational facilities and open spaces with pedestrian paths, creekside walks, and utility greenways.
4. Encourage design of development that contributes to continuous pedestrian pathways and pedestrian connectivity.

9. Provide the opportunity for safe, convenient and pleasant bicycle travel throughout all areas of Hayward.

1. Implement system of bikeways throughout the City (per the Bicycle Master Plan) tying residential areas to commercial areas and to recreational open space along the shoreline and in the hills.

2. Provide the related facilities and services necessary to allow bicycle travel to assume a significant role as a local alternative mode of transportation and recreation.
3. Encourage the use of bicycles as a pleasant means of travel and recreation embodying physical, environmental and social benefits.

10. Encourage Land Use Patterns that Promote Transit Usage

1. Encourage transit-oriented development; where appropriate, encourage intensive new residential and commercial development within 1/2 mile of BART stations or 1/4 mile of major bus routes.
2. Encourage mixed-use residential and commercial development to reduce the need for multi-destinational trips.
3. Promote high density new residential development, including residential above commercial uses, near transit facilities, activity generators, and along major arterials.
4. Encourage alternatives to automobile transportation through development policies and provision of transit, bike and pedestrian amenities.
5. Continue to require large developments to provide bus turnouts and shelters, and convenient pedestrian access to transit stops.
6. Encourage design of development that facilitates the use of transit.

Improving Local Access and Circulation

11. Enhance the Capability of the Arterial Street Network to Reduce Congestion and Improve Traffic Flow.

1. Seek a minimum Level of Service D at intersections during the peak commute periods except when a LOS E may be acceptable due to costs of mitigation or when there would be other unacceptable impacts.
2. Consider alternatives to street widening that balance the needs of pedestrian and bicycle movements with that of vehicles.
3. Focus improvements on arterials with transit service to preserve operating speeds.
4. Add needed traffic signals and coordinate signals to optimize traffic flow.

5. Review and comment on any development in the county or adjoining cities which might add to Hayward's traffic problems; work to reduce negative effects.

12. Improve Access to the Downtown and Other Major Activity Centers

1. Improve access to and circulation within the Downtown area, consistent with the Downtown Design Plan.
2. Improve transit links from the BART stations to other major activity centers such as Southland Mall and California State University-Hayward.
3. Promote shuttle service between the BART station and other focal points in the Downtown area.
4. Improve access to and circulation within the Industrial Corridor, especially with regard to public transportation.

13. Provide for Future Parking Demand in Ways that Optimize Mode Choice

1. Consider reduced parking for new residential developments that fulfill elderly, disabled, or other special housing needs and/or are located near public transit.
2. Encourage developers/employers to offer transit passes or other transit enhancements to offset some parking requirements, pursuant to provisions of the Parking Ordinance.
3. Coordinate with other public and institutional parking suppliers (e.g., BART, Chabot College, Kaiser) in the provision of parking, parking charges and preferential parking.
4. Consider consolidation and expansion of downtown parking with multi-level parking structures.
5. Consider park-and-ride lots for bus patrons and for carpooling centers.

14. Seek to Address Traffic Operations and Safety Concerns

1. Provide clear and consistent signage and roadway markings, and strengthen enforcement of traffic laws through increased patrols.
2. Evaluate ways to reduce traffic speeds in neighborhoods through use of various traffic calming measures.

3. Encourage trucks to use designated routes rather than local streets in the Downtown and other neighborhoods, and prohibit overnight and other specified truck parking activities in residential areas.

Funding Proposed Improvements

15. Utilize All Possible Sources of Funding for Proposed Transportation Improvements.

1. Encourage Federal and State agencies to allocate funds for freeway, highway and transit improvements and pursue all available funding for alternative modes of transportation.
2. Seek funding through Regional and County measures for transportation improvements.
3. Utilize local financing mechanisms, such as the Supplemental Building and Construction Improvement Tax, to help fund transportation projects, and pursue establishment of the Industrial Assessment District to help fund needed improvements in the Industrial Corridor.
4. Maintain a comprehensive Capital Improvement Program that adequately addresses all modes of transportation.

MEASURE L

(The following is the full text of Measure L as adopted by Hayward voters on November 3, 1992; any subsequent amendment requires approval by the voters.)

Construct the Foothill Freeway (Route 238) from Route I-580 to a terminous at Industrial Parkway, west of Mission, as a six-lane facility, and, in addition:

- a) After certification of the Environmental Impact Report for the Foothill Freeway, support implementation of the 1989 consent decree in *La Raza Unida of Southern Alameda County v. Volpe* and prompt construction of the Foothill Freeway;
- b) Construct the Foothill Freeway in phases as funds are available from County, State and Federal sources, seeking to commence construction by 1995;
- c) Enter into all necessary agreements with the State of California and other public agencies for closure of City streets and construction of the Foothill Freeway, based substantially on the design described in the 1987 Draft Environmental Report for the Foothill Freeway;
- d) Support prompt construction of the Foothill Freeway before the Metropolitan Transportation Commission, the Alameda County Transportation Authority and the Alameda County Congestion Management Agency, seek to maintain the high priority for funding of the Foothill Freeway within Alameda County and the San Francisco Bay Region, as programmed in the Regional Transportation Improvement Program (RTIP), and participate in the RTIP process and other transportation and environmental planning and programming processes to support construction of the Foothill Freeway until all phases of construction have been completed;
- e) Support prompt construction of the Foothill Freeway before the California Transportation Commission (CTC), seek to include in the CTC budgets from time to time appropriate state funding for the Foothill Freeway, and participate in the State Transportation Improvement Program process and all other appropriate state and federal transportation and environmental planning and programming processes until construction of the Foothill Freeway is completed;
- f) Support prompt resolution of any litigation arising that could adversely impact construction of the Foothill Freeway, with a view to minimize any delays in the completion of all phases of construction; and
- g) Take all other appropriate actions and strategies, consistent with state and federal law, as shall expedite the commencement of construction of the first phase of the Foothill Freeway and subsequent completion of all phases of construction.

ENVIRONMENTAL RESOURCES AND ISSUES

Open Space Preservation

1. Retain open space where it is important to preserve natural ecology and to establish the physical setting of the city.

1. Designate on the General Plan Land Use map those areas on the shoreline, in the hills, and along waterways to be protected as open space in coordination with East Bay Regional Park District, Hayward Area Recreation and Park District, Alameda County, and other affected agencies.
2. Work with the East Bay Regional Parks District to explore all possible resources for public acquisition of permanent open space, including state and public trust funds, leases for private open space use, and additional bond measures.
3. Protect the rural character and utility of land in the East Hills Annex for grazing, agriculture, regional park or other open space use by limiting subdivision of land to very large minimum acreage (100 acres or greater).
4. Encourage interagency cooperation in the shoreline area enabling bayland acquisition and marsh restoration, and support eventual expansion of the national wildlife refuge.

Hydrology and Water Quality

2. Protect existing watercourses and enhance water quality in surface water and groundwater sources.

1. Retain surface watercourses in their natural condition to the greatest extent possible.
2. Explore opening (or daylighting) water channels in selected areas to increase visibility to the public, enhance the aesthetics of the creekside environment, and provide for limited public access as appropriate.
3. Concentrate development in those areas least susceptible to erosion, and minimize grading and the introduction of impervious ground surfaces; where appropriate, consider including retention basins onsite.
4. Maintain continuity of creekside vegetation, with sufficient setback of development from creek slopes, with sensitive flood control designs, and with maintenance or reestablishment of native trees.

5. Protect riparian plant communities from direct encroachment of development and from the adverse effects of increased storm water runoff, sedimentation, or erosion that may occur from improper development in adjacent areas.
6. Discourage groundwater withdrawal in areas where the activity could result in intrusion of saltwater into freshwater aquifers.
7. Conduct inventory of private wells to assure the health and safety of citizens and to protect groundwater supplies.
8. Ensure that activities such as dredging and grading do not contribute to sedimentation of sloughs or marshes, and that the disposal of treated sewage does not result in the release of toxic metallic wastes into Bay muds.
9. Take an active role in increasing the use of reclaimed water.
10. Encourage the use of dual plumbing systems in new buildings to recycle grey water.

Biological Resources

3. Protect and enhance vegetative and wildlife habitat throughout the Hayward area.

1. Avoid development that would encroach into important wildlife habitats, limit normal range areas, or create barriers that cut off access to food, water, or shelter.
2. Support efforts to reestablish and maintain marsh habitats on the baylands.
3. Preserve tidal flats and salt ponds of low salinity for the migratory waterfowl that depend on these areas.
4. Preserve saltwater evaporation ponds to provide important habitats and/or enhance in a manner commensurate with continued salt production.
5. Maintain environmental corridors across the bay plain such as creeks with native vegetation.
6. Utilize drought-tolerant plant materials in city landscaping in order to moderate the climate and improve air quality.
7. Encourage the planting of native vegetation to preserve the visual character of the area and reduce the need for toxic sprays and groundwater supplements.

8. Preserve mature vegetation where possible to provide shade, break unwanted wind, and enhance the appearance of development.

Geologic and Seismic Hazards

4. Seek to minimize risks from geologic and seismic hazards in the siting and design of development.

1. Continue enforcement of the seismic safety provisions of the Alquist-Priolo Act and the Building Code to minimize earthquake-related hazards in new development, particularly as they relate to high occupancy structures or buildings taller than 50 feet in height.
2. Work with Caltrans to minimize earthquake-related hazards with regard to freeway overpasses.
3. Work with other agencies to ensure that electric transmission lines, water supply systems, gas mains and oil transmission lines crossing fault traces include provision for automated shut-off-valves, switches and equipment needed to restore service in the event of a major fault displacement.
4. Assume that any site within 50 feet of any fault zone is underlain by an active fault trace until proven otherwise, and prohibit placement of structures for human occupancy across such trace.

5. Continue development and implementation of programs to strengthen existing structures that may pose a significant threat to human life.

1. Examine the feasibility of developing a program to reduce the hazards posed by soft-story buildings (multifamily structures with little or no first floor bracing).
2. Examine the feasibility of developing a program to minimize risks to buildings in areas subject to liquefaction or other areas where soil/substrata amplify and prolong ground motion.
3. Strongly encourage the retrofitting of existing structures, using recognized techniques to withstand ground shaking.

6. Promote greater public awareness of earthquake hazards, along with assistance to help property owners make their homes and businesses more seismically safe.

1. Expand the educational materials about seismic risks and mitigation measures distributed through the city's emergency preparedness program to include maps that identify potential ground shaking and liquefaction hazards.
2. Explore possible programs to assist single-family homeowners with earthquake retrofitting measures to reduce the risk of damage and injury during an earthquake.

Flood Hazards

7. Cooperate with federal, state and county agencies to develop short- and long-term programs that reduce flood hazards in the city.

1. Continue to work with the Federal Emergency Management Agency to ensure that Federal Insurance Rate Maps correctly depict flood hazards in the city.
2. Implement federal requirements relating to new construction in flood plain areas to ensure that future flood risks to life and property are minimized.
3. Work with the Alameda County Flood Control and Water Conservation District to ensure that flood channels are regularly cleaned and maintained.

Hazardous Materials

8. Work with other agencies to minimize risks associated with the use, storage and transport of hazardous materials.

1. Continue implementation of the Hazardous Materials Program and enforcement of ordinance on use and storage of hazardous materials.
2. Maintain a suitable buffer zone between industrial firms involved with hazardous materials and residential areas.
3. Coordinate with state and federal agencies to provide appropriate labeling on vehicles transporting hazardous materials through the city and to encourage utilization of designated routes.
4. Continue collection program for household toxic wastes and small business generators.
5. Provide educational materials concerning hazardous materials to the general public and enforcement agencies.

Air Quality

9. Incorporate measures to improve air quality in the siting and design of new development.

1. Provide adequate buffers between sources of toxic air contaminants or odors and existing or potential sensitive receptors.
2. Evaluate hazardous air pollutant emissions in review of proposed land uses that may handle, store or transport hazardous materials.
3. Consider measures, including a local ordinance, which would reduce PM₁₀ emissions from fireplaces and wood stoves.

10. Maintain improved air quality by creating efficient relationships between transportation and land use.

1. Guide development into patterns that reduce dependency on automobile usage.
2. Require pedestrian-, bicycle-, and transit-oriented features in new development projects.
3. Encourage compact development featuring a mix of uses that locates residences near jobs and services.
4. Facilitate the development of higher-density housing and employment centers near existing and proposed transit stations and along major transit corridors.

11. Support implementation of Transportation Control Measures adopted by the Bay Area Air Quality Management District.

1. Work with regional and local organizations to promote ridesharing opportunities.
2. Review and evaluate the Bicycle Facilities Master Plan to determine if revisions are necessary to promote bicycle usage.
3. Encourage employers and developers to provide bicycle access and facilities.
4. Continue ongoing local signal timing programs.
5. Incorporate subdivision, zoning and site design measures that reduce the number and length of single-occupant automobile trips.

6. Promote demonstration projects to develop new strategies to reduce motor vehicle emissions, such as projects that include Low Emission Vehicle (LEV) fleets and refueling infrastructure.
7. Emphasize pedestrian travel through establishment of pedestrian-friendly design standards and inclusion of pedestrian improvements in capital improvement programs
8. Consider traffic calming strategies in capital improvement programs.

Noise Mitigation

12. The City will seek to protect the public health, safety and welfare against the adverse effects of excessive noise.

1. Provide educational material and assistance to the public regarding noise mitigation.
2. Continue to review new development to assure compatibility with surrounding land uses and compliance with accepted noise standards.
3. Encourage mitigation of noise through appropriate site planning, building orientation, and building materials.
4. Cooperate with adjacent jurisdictions and other agencies involved in noise mitigation, and work with transportation companies and/or agencies to mitigate noise impacts.
5. Continue to consider potential noise impacts in evaluating proposals for new transportation facilities, including streets and highways.
6. Encourage the California Department of Transportation (Caltrans) to construct attractive noise barriers along State highways adjacent to noise-sensitive uses.
7. Investigate methods for decreasing local street noise, such as modification of paving materials, removal of surface irregularities, and synchronization of signals to facilitate smooth traffic flow.
8. Continue to monitor the effectiveness of noise control programs at the Hayward Executive Airport.
9. Enact a community noise control ordinance.

Emergency Response

13. The City will seek to maintain an appropriate level of emergency response commensurate with the needs of residents and businesses.

1. Adopt and enforce building and fire codes utilizing fire suppression capabilities available to the City.
2. Maintain a well trained and equipped fire suppression force commensurate with the level of risk to life and property from fire.
3. Provide a program of fire safety education for all citizens, but directed primarily at the high-risk population (senior citizens and young children).
4. Support training of fire and police personnel to ensure an adequate level of emergency medical response.

14. The City will seek to minimize urban wildfire hazards in the hill area.

1. Implement the Wildland/Urban Interface Guidelines during the planning and design of development in high fire hazard areas.
2. Enforce building and fire prevention codes that require property owners to reduce wildfire hazards on their properties.
3. Coordinate with other jurisdictions and agencies to address wildfire hazards in the East Bay hills.

15. The City will promote disaster preparedness at both the citizen and government levels.

1. Provide public education promoting citizen awareness and preparedness for self-action in case of a major disaster.
2. Maintain response capabilities within the Department of Public Works to assure that City resources can be appropriately utilized during incidents of major or disaster proportions.

Public Utilities

16. Public facilities will be maintained and operated in a manner that protects and enhances the environment.

1. Control waste discharge to avoid contamination of water resources, damage to bay ecology and hill erosion.

2. Utilize dredged silt and processed waste sludge productively, such as for marsh restoration and park development.

Energy Conservation

17. Hayward will promote energy conservation.

1. Promote development patterns that are integrated with existing transit systems and encourage transit, bike and pedestrian circulation.
2. Encourage mix of shopping, employment and residential use in areas that are to be more intensely developed.
3. Monitor energy use of City facilities and street lighting; utilize public buildings to demonstrate solar orientation and energy conservation principles.
4. Emphasize energy conservation measures for existing development, and encourage use of periodic energy audits.
5. Study feasibility of requiring energy audit and performance of cost effective conservation measures when properties are sold (such as ceiling insulation, weatherstripping, etc.).
6. Support the improvement and enforcement of State energy conservation standards for new construction.
7. Develop an ordinance that encourages solar orientation in the site planning for new construction, protects solar access from future adjacent development, and promotes the use of solar systems where cost effective.
8. Seek to expand programs that capture energy from waste treatment.
9. Promote energy education with fairs, bike or solar tours, workshops, or media campaigns.

**GENERAL PLAN LAND USE MAP
WITH AREAS OF PROPOSED CHANGE**

**THE MAP (24" X 36") IS AVAILABLE FOR REVIEW IN THE
OFFICE OF THE CITY CLERK, THE PLANNING DIVISION,
AND THE CITY'S MAIN LIBRARY. COPIES ARE
AVAILABLE UPON REQUEST**



Exhibit C (Area 5)

Mission Boulevard at Lexington Avenue

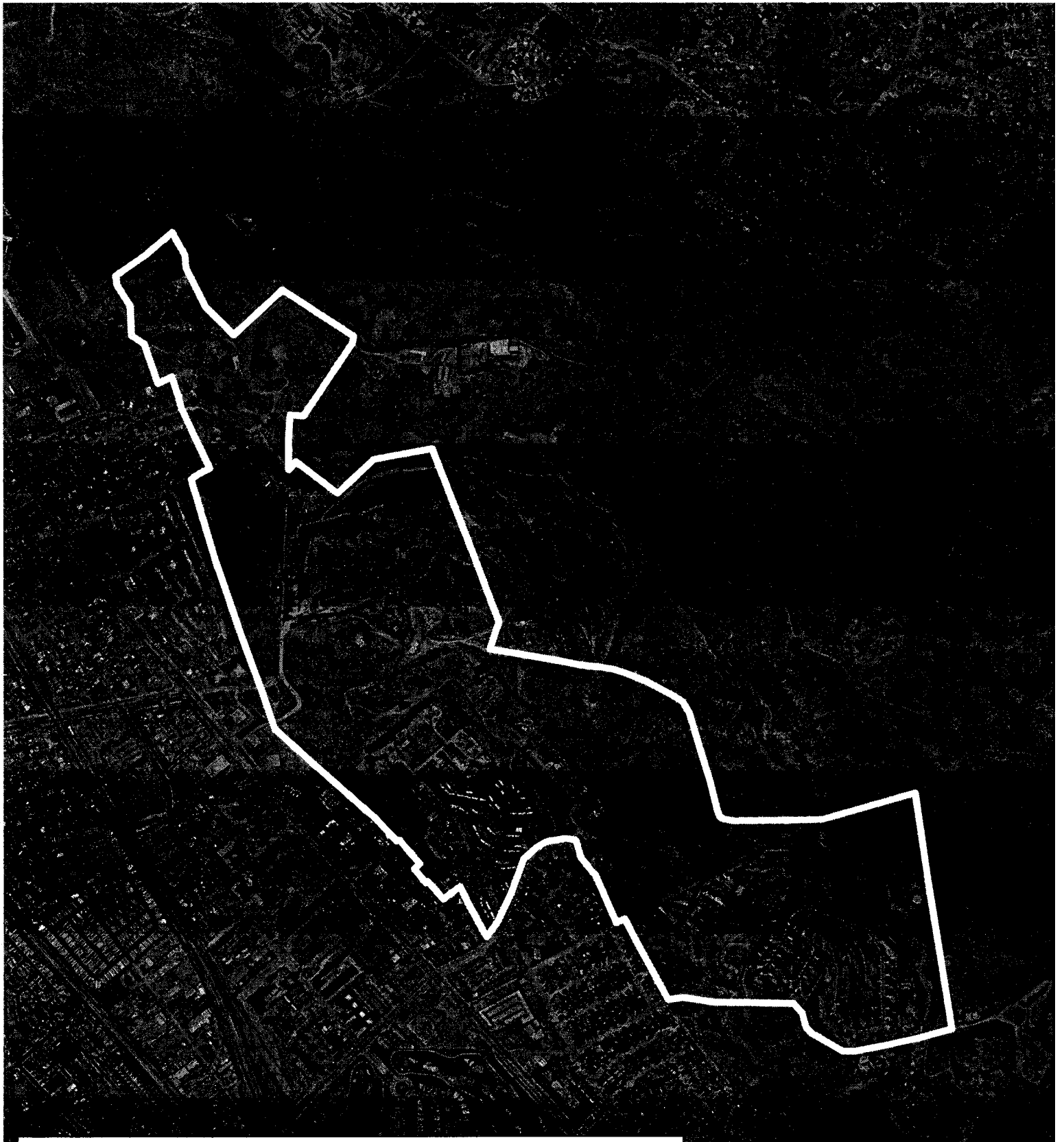


Exhibit C (Area 6)

East of Mission Boulevard
(Between Calhoun Street and Garin Avenue)


An aerial photograph of a city grid, likely San Francisco, showing a dense pattern of streets and buildings. A white, irregular outline is drawn over the grid, highlighting a specific area. The outline follows the path of a street, with several turns and a small loop. The area is located in the center-right of the image. The surrounding area is filled with a dense grid of streets and buildings, with some larger, more prominent structures visible. The overall tone is dark and grainy, typical of an aerial photograph.

Exhibit C (Area 7)

Mission Boulevard
(Between Berry Avenue and Sycamore/Higland)

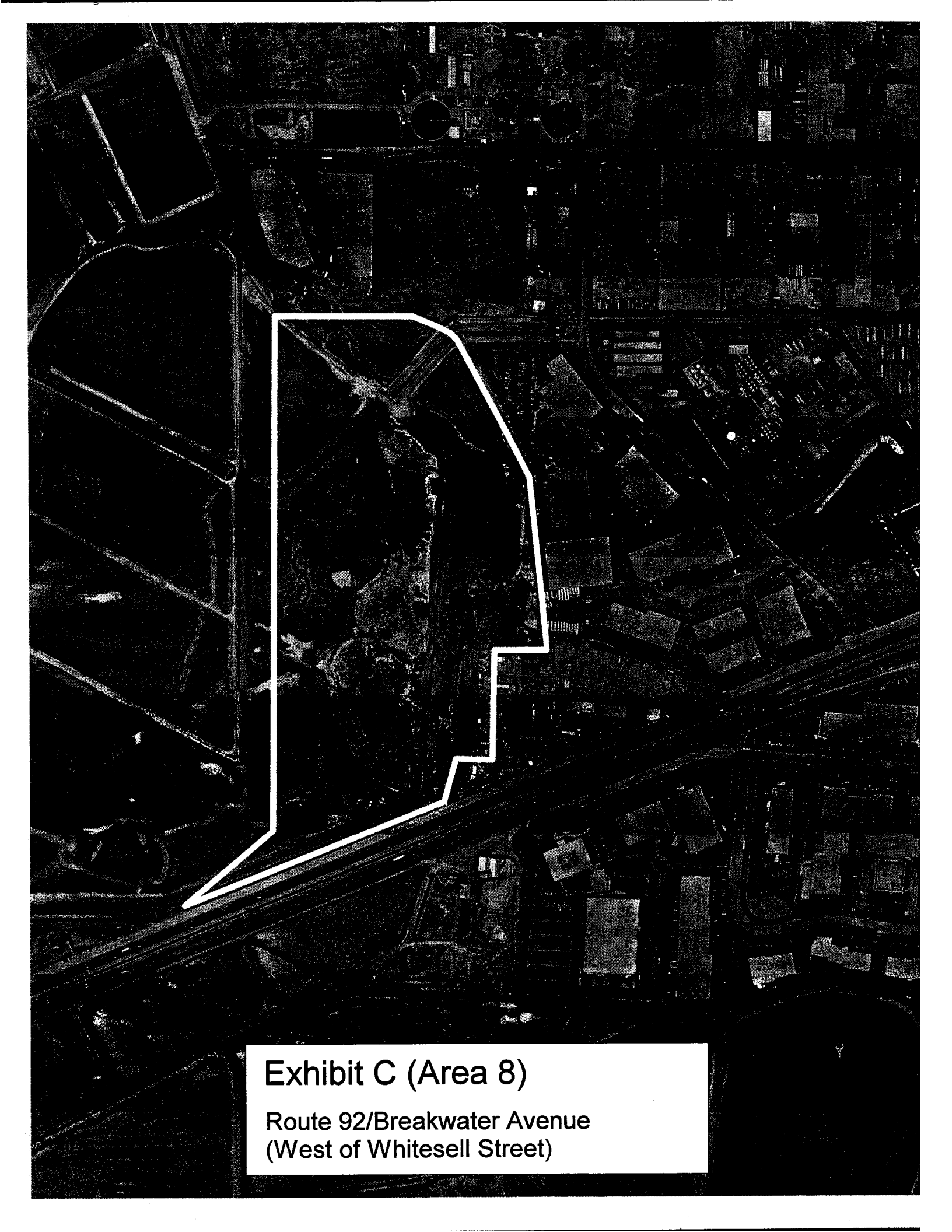
An aerial photograph of a residential neighborhood. A white line outlines a specific property located on the left side of the image. The property is roughly rectangular with an irregular right side. To the right of the outlined property is a large, multi-story building with a complex roofline. The surrounding area includes other houses, streets, and some open land.

Exhibit C (Area 8)

Route 92/Breakwater Avenue
(West of Whitesell Street)